

state enhancement grant assessments and strategies



# SPECIAL AREA MANAGEMENT PLANS



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**NOAA / NOS / Office of Ocean and Coastal Resource Management**  
*Coastal Programs Division*

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# Overview

*This report describes the changes to state, territory and commonwealth coastal zone management (CZM) programs to improve special area management planning that were completed or initiated during the timeframe of Federal fiscal years 1992-1996. These changes were characterized by the States in the last round of Assessments, which were submitted to OCRM in February of 1997. If Strategies were developed for special area management planning, the planned activities are also summarized.*

*Encouraging the preparation of special area management plans for important coastal areas has been a fundamental goal of the Coastal Zone Management Act (CZMA) since its passage in 1972. Ensuring that special area management plans provide for increased specificity in protecting significant natural resources, address reasonable coastal-dependent economic growth, consider improved protection of life and property in hazardous areas, and include improved predictability in governmental decision-making are all objectives of state and territorial CZM programs.*

*The National Coastal Zone Management Program (CZMP) is a voluntary partnership between the Federal government and the 35 U.S. coastal states, territories, and commonwealths authorized by the CZMA to:*

- Preserve, protect, develop, and where possible, restore and enhance the resources of the Nation's coastal zone for this and succeeding generations;*
- Encourage and assist the States to exercise effectively their responsibilities in the coastal zone to achieve wise use of land and water resources of the coastal zone, giving full consideration to ecological, cultural, historic, and esthetic values as well as the needs for compatible economic development;*
- Encourage the preparation of special area management plans to provide increased specificity in protecting significant natural resources, reasonable coastal-dependent economic growth, improved protection of life and property in hazardous areas and improved predictability in governmental decision-making; and*
- Encourage the participation, cooperation, and coordination of the public, Federal, State, local, inter-state and regional agencies, and governments affecting the coastal zone.*

*In the 1990 reauthorization of the CZMA, Section 309 was amended to create the Coastal Zone Enhancement Program. Its intent was to provide incentives to States to make improvements to their coastal programs in any of eight areas of national significance (a ninth was added in 1996), including special area management plans. As a part of the Section 309 grant process, periodically all the coastal programs must develop Assessments — a critical examination of each of the nine enhancement areas. The Assessments provide a comprehensive review of activities previously performed by the CZM program (with particular emphasis on 309-funded efforts), identify specific impediments or needs, and present a general characterization of the adequacy of the State's management framework for that area. The Assessments conclude with a ranking of the area as high, medium, or low, based on its importance in the State; the need to improve the State's ability to manage the area, and the suitability of using the Section 309 program as the means to address it. For those issues ranked as a high priority for Section 309 purposes, States develop multi-year Strategies, laying out a framework for activity and funding levels which, at the project's conclusion, should lead the State to specific program changes' that also are defined.*

*Improvements to state coastal programs are generally intended to encompass new or strengthened laws, regulations, or other enforceable policies at the state (and local) level. In the case of special area management plans, plans could be developed for areas where a multiplicity of local, state, and federal authorities prevent effective coordination and cooperation in addressing coastal development on an ecosystem basis; areas where a history of long-standing disputes between various levels of government over coastal resources has resulted in protracted negotiations over the acceptability of proposed uses; and areas where a strong state or regional entity exists which is willing and able to sponsor the planning program.*

*The report is broken down into four parts. The first section contains state-specific summaries, organized by Region. The summaries generally characterize special area management plan issues; briefly outline the activities undertaken/initiated between 1992 and 1996 (highlighting those that were 309-funded); and identify obstacles to developing special area management plans and the need for specific refinements to improve the plans, and if applicable, detail the state and territory strategy for achieving those improvements. A State contact is included for the purposes of obtaining additional information.*

*The second section compiles the special area management plans activities for all the states, and if applicable, their Strategies, and reorganizes them into seven general areas of management: (1) research and assessment; (2) planning; (3) acquisition and designation; (4) regulatory; (5) non-regulatory; (6) outreach and education; and (7) wetlands restoration.*

*The third section pertains to obstacles and needs. Brief descriptions of impediments to or areas for improvement in special area management planning were compiled from the Assessments.*

*The report concludes with a table which provides a snapshot of the overall distribution of special area management planning projects by State and type, including distinguishing between Section 309-funded and non-309 funded.*

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# *state summaries*



***northeast***

## Connecticut

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Medium

1997 Assessment: Low

### *Issue Characterization*

*There is no overwhelming need for development of a Special Area Management Plan (SAMP) in areas other than the lower Connecticut River. Significant coastal and related tidal resources in the lower Connecticut River are potentially subject to cumulative and secondary nonpoint impacts from upland development activities. The large number of diverse municipalities in this area, and the wide range of related but independently operating management efforts, necessitates coordination and cooperation at all levels of government.*

### State Activities 1992 to 1996

Office of Long Island Sound Program (OLISP) staff have worked toward the development of draft strategies for the management of dredged sediment and the restoration of degraded tidal wetlands in the Connecticut river, as well as additional resource protection and acquisition strategies to be evaluated and made part of the coastal program when finalized (Section 309).

OLISP, in cooperation with the U.S. Fish and Wildlife Service, designated 3,652 acres of tidal wetlands and associated habitats on the lower Connecticut River as Wetlands of International Importance.

The Town of Old Saybrook, the Deep River Land Trust, the Audubon Society, and the Middlesex Land Trust have been enrolled as new partners in the Ramsar wetlands designation.

The importance of the tidal-fresh and brackish marshes of the Connecticut River SAMP area was recognized through the publication by Connecticut College Arboretum of a new biological bulletin entitled *Tidal Marshes of Long Island Sound: Ecology, History and Restoration*.

A series of public events to celebrate the 25<sup>th</sup> anniversary of the Ramsar Convention were used to form the basis of continuing outreach/education efforts in the SAMP area.

The Department of Environmental Protection funded the field identification and Geographic Information System mapping of submerged aquatic vegetation in the estuarine reach of the Connecticut River and the nearshore waters of Long Island Sound. This mapping will be used to refine the SAMP objectives and strategies in the lower Connecticut River and has led to the identification of potential enhancements in the categories of wetlands and cumulative and secondary impacts.

Planning studies, design studies or implementation projects have been conducted at more than 20 sites in the coastal area under the Coves and Embayment Program. This program has not yet been incorporated as a program change but is in the process of being reorganized to maximize the quality of applications received from municipalities as well as the success of completed projects.

Investigations of sedimentation in coastal embayments under the Long Island Sound Research Fund have led to a better identification of actual vs. perceived environmental problems in those areas.

Numerous successful restoration efforts have been conducted through the Wetland Restoration Program, including the establishment of a salt marsh nursery providing native vegetation for other wetland restoration efforts.

The Rivers/Watershed Management Program staff is completing an assessment of the natural, cultural, recreational and developmental resources of 330 major river corridors and tributaries both within and outside of the state's coastal boundary. The program provides grants to municipalities for river restoration.

Arrangements have been made with federal agency and private conservation organizations to conduct wetland restoration planning studies through the Coastal America study, the Army Corps of Engineers' Planning Assistance to States programs, and through the Corps section 1135 funding program for restoration of wetlands degraded by past Corps practices.

The ongoing Long Island Sound Habitat Restoration/Characterization Project will correlate federal, state and municipal inventories of potential habitat restoration projects along the Connecticut coast.

## ***Summary of Strategy***

*None*

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## **Obstacles/Needs**

*None*





## Maine

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Low

1997 Assessment: Low

### Issue Characterization

*Maine has not conducted any special area management planning but is developing a program to focus effort on addressing water quality and habitat issues in priority watersheds. There are many areas on the Maine coast that could benefit from a research and planning process to address resources that are threatened by over harvesting, pollution, or destruction by land and water uses.*

### State Activities 1992 to 1996

Resources planning projects that have been conducted include the following:

A resource planning project focusing on bacteria and habitat was completed for the Damariscotta River and Casco Bay. The Damariscotta River project was a Section 309-funded project.

A resource planning project focusing on bacteria and habitat is underway for the Sheepscot River and the Cobscook River.

A draft resource plan focusing on salmon habitat, toxics, and bacteria was completed for the Ducktrap, Pleasant, Machias, East Machias, Narraguagus, Denny's, and St. Croix rivers.

Watershed surveys focusing on bacteria and toxics were completed for Boothbay Harbor, Weskeag Harbor, and Oyster Creek.

Additional projects include the following:

The Department of Environmental Protection (DEP) published a coastal watershed survey manual to guide citizens in surveying coastal watersheds for pollution sources. The DEP worked with volunteers in the Mill Cove, Oyster Creek, Weskeag, and West Branch watersheds to conduct watershed surveys using the new manual.

To avoid the U.S. Fish and Wildlife Service from listing the Atlantic salmon as a threatened species in seven Maine rivers, the Governor created a task force to

prepare a state plan to conserve and restore salmon populations.

Maine is developing a watershed management program that will focus on water pollution and loss of habitat in priority coastal watersheds.

### Obstacles/Needs

Lack of recognition of coastal resource issues that require regional planning.

Lack of commitment of municipal governments to collaborate on a regional scale to create enforceable plans.

Lack of strong regional organizations that can effectively plan on a watershed/regional scale.

Lack of state staff and funding to assist regional planning.

### Summary of Strategy

Maine is developing a program to focus efforts on addressing water quality and habitat issues in priority watersheds. This program is intended to lead to the implementation of watershed action plans.

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## Maryland

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Medium

1997 Assessment: Medium

### *Issue Characterization*

*Maryland's Coastal Bays experience large seasonal population fluctuations and extensive development in a relatively small area. This causes problems such as eutrophication, loss and degradation of habitat, changes in living resources, chemical and potential pathogen contamination, and impacts from water-based activities. Maryland's Coastal Bays were designated as a National Estuary Program in 1995.*

### **State Activities 1992 to 1996**

With section 306 funds, selected issues related to water-based activities within the Coastal Bays, such as recreational boating and personal watercraft safety, were examined. This effort resulted in several changes:

A boating prohibited area regulation was created to protect piping plovers on adjoining land. Brochures were distributed to explain the new regulation.

Additional boating speed limits were established in congested areas to improve safety.

A Personal Watercraft Livery Operators Association was created to develop a training course on watercraft safety.

Legislation was passed to set standards for Personal Watercraft Livery Operators.

Maryland's coastal bays watershed was nominated to the Environmental Protection Agency for consideration as a National Estuary Program (NEP). It was accepted as a NEP in 1995. Maryland is developing a Comprehensive Conservation and Management Plan to protect and preserve the coastal bays' watershed (Section 309).

A regional conference on the ecology and economy of the Delmarva Coastal Bays (which includes Maryland's Coastal Bays) was held in 1996. The conference and published proceedings were supported by Section 309 funds.

The Ocean City and Vicinity Water Resources Feasi-

bility Study led to a thorough review of water resource problems and evaluation of plans to address these problems.

### **Obstacles/Needs**

The various Section 309 objectives stated under SAMP are being addressed by existing programs, such as the Maryland Coastal Bays Program (MCBP) and under the Section 309 Enhancement Area of Cumulative and Secondary Impacts. The MCBP Citizens Advisory Committee believes that the most important goal that must be reached in order to protect the desired uses and economic vitality of the bays is the promotion of ecologically sound, sustainable development.

### ***Summary of Strategy***

The completion of an economic assessment and valuation of the coastal bays resources that will facilitate the building of a strong consensus on what measures will lead to ecologically sound, sustainable development will be addressed under the Cumulative and Secondary Impacts Enhancement Area.

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## Massachusetts

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Low

1997 Assessment: High

#### *Issue Characterization*

*Dredge material management and Areas of Critical Environmental Concern (ACEC) are the Massachusetts programs that will benefit the most from Special Area Management Planning. Major conflicts with dredge material management include disposal of contaminated sediments, finding suitable disposal sites, and who is responsible for the cost of dredging when benefits accrue to public and private interests. Major conflicts with ACEC include recreation, development, aquaculture, and multiple jurisdiction that results in many government agencies holding statutory authority in the ACECs.*

#### **State Activities 1992 to 1996**

No Section 309 funds were used for these changes.

The Inland and Coastal ACEC Programs were merged into one ACEC Program under the administration of the Department of Environmental Management (DEM). Guidelines for the formal review and approval of ACEC Resource Management Plans (RMP) were approved.

The Neponset River Estuary ACEC was designated and an RMP was approved. The RMP for the Pleasant Bay ACEC has been completed and action has been taken by the four towns at town meetings. The plan is in the process of being submitted for Massachusetts Environmental Protection Act review and Secretarial approval.

DEM and the Massachusetts Coastal Zone Management Program (MCZM) provided technical assistance and support for the development of a baseline environmental resource, human infrastructure, and regulatory inventory for the Back River ACEC. Technical assistance is also being provided for the development of an RMP for the Rumney Marshes ACEC and for the Parker River Essex Bay ACEC.

The Governor's Commission on Commonwealth Port Development developed a report highlighting the need for port and dredge planning. The report also proposed a Seaport Bond Bill and the creation of a

Seaport Council to help guide seaport revitalization. The Seaport Bond Bill was passed and is providing funding to complete many vital dredging projects. It funded a plan for the long term disposal of dredge materials and also funded the development of comprehensive Harbor Plans for the four major Designated Port Areas of Gloucester, Salem, New Bedford and Fall River.

A Dredged Material Management Plan is being developed. The Plan will focus on Designated Port Areas (DPAs) of Gloucester, Salem, New Bedford and Fall River. Draft dredging/disposal regulations are in development to provide a consistent framework for creative disposal solutions on a statewide basis. Designated Port Area regulations were revised to include guidelines for DPA boundaries. Boundary reviews have been completed for Gloucester and Plymouth. The Gloucester review resulted in the first change in a DPA boundary by MCZM since the 12 DPAs were established in 1978.

The Massachusetts Bay Program Comprehensive Conservation Management Plan was signed in 1996 and serves as a blueprint for coordinated action aimed at restoring and protecting water quality in Massachusetts Bay.

An Executive Director for the Gulf of Maine Council was hired and has developed a work plan to implement projects that will protect the resources of the Gulf of Maine.

# Obstacles/Needs

The permitting process for dredging projects is complicated and time consuming. There is a lack of a Dredged Material Management Plan.

There is a lack of funding for developing ACEC Resource Management Plans.

State technical assistance is needed to help educate communities about RMPs/special area management planning.

There is a lack of funding for developing ACEC Resource Management Plans.

## Summary of Strategy

Massachusetts will expand Geographic Information System mapping for coastal ACEC's and increase ACEC planning and implementation through workshops and forums and the development of harbor plans, wetland restoration plans, and open space plans.

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## New Hampshire

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Medium

1997 Assessment: Medium

### *Issue Characterization*

*Special Area Management Planning in New Hampshire is done on a site by site basis. The only specific state program dedicated to designating and protecting certain areas is the River Management and Protection Program in the Department of Environmental Services (DES). Rivers are entered into the program by a vote of the local communities and a management plan is written by a Local Advisory Committee (LAC). The Lamprey River and the Exeter River in the coastal zone are included in the program. The Hampton-Seabrook Estuary and state-owned areas such as the sand dunes in Hampton-Seabrook Harbor, White Island, and saltwater islands in Little Harbor are areas subject to a variety of use conflicts that can be addressed through special area management planning.*

### State Activities 1992 to 1996

The Great Bay Research Reserve was begun through efforts by the New Hampshire Coastal Program and Fish and Game Department. The Reserve is a special management area funded primarily by federal funds which are matched by fees on hunting and fishing licenses. The Reserve is managed by the Fish and Game Department.

The Lamprey River was added to the Wild and Scenic Rivers Program at the federal level.

### *Summary of Strategy*

Because the state does not have a specific mechanism for providing for special management needs for coastal areas, other than prime wetlands designation, the Coastal Program should continue to pursue SAMPs for those areas which fit NOAA's objectives.

### Obstacles/Needs

Major gaps exist in areas for which SAMPs have been proposed but not funded in the past. The state-owned areas are ideal places for SAMPs since the Department of Parks and Recreation manages the land but has little experience in planning for the special needs of these areas.

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## New Jersey

### 309 Special Area Management Planning Enhancement Grant

1992 Assessment: Low  
1997 Assessment: High

### *Issue Characterization*

*New Jersey's Coastal Zone Management Program (NJCZMP) relies primarily upon the coastal zone management policies to promote the protection and use of special coastal areas. Under this framework, the more valuable, environmentally sensitive areas are classified as Special Areas and receive special management protection policies. New Jersey has several efforts in progress that are comprehensive management programs similar to SAMPs. These include the Hackensack Meadowlands District, the Delaware River National Estuary Program, the New York - New Jersey Harbor National Estuary Program, the New York Bight Restoration Plan, the Barnegat Bay National Estuary Program, and the Navesink River Water Quality Improvement Project.*

### State Activities 1992 to 1996

Amendments to Coastal Area Facilities Review Act closed the A24 unit loophole and provided a review of all proposed coastal development against the Rules on Coastal Zone Management.

The Barnegat Bay Management Plan, which had been sponsored by the NJCZMP, was formally designated a National Estuary Program in recognition of the critical resources, use conflicts and development of a management plan for the region.

### Obstacles/Needs

*None*

### Summary of Strategy

The development of new Special Area Management Plans is a high priority to NJCZMP. The need to apply the objectives identified for special area management planning to resources and communities within the coastal area but outside the coastal zone geographic boundary will be addressed through coordination and development of the cumulative and secondary impacts objective for this Section 309 Strategy period.

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## New York

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: High

### *Issue Characterization*

*Use conflicts are generally more severe in areas of high population density that also still support remnants of traditional low density activities. Thus the Atlantic and Long Island Sound coasts exhibit significant conflicts in uses which are exacerbated by the multiplicity of governmental units with responsibility for some portions of coastal land and water management. The lower portion of the Hudson River also exhibits use conflicts and multiple jurisdictions, although to a lesser degree than the marine portions. The intensity of use of the Great Lakes coastline is less than that of the Hudson River and marine portions of the coastal zone, but the resources of this area are significant.*

### State Activities 1992 to 1996

Using Section 309 funds, the New York Department of State (DOS) developed a regional program for the Long Island Sound. One consequence of the development of this plan was the identification of smaller geographic units with particular resource management qualities and issues that could be addressed by SAMPs. Three types of areas were identified: areas where protection of natural resources is a primary concern; areas where maritime activity is concentrated; and areas where substantial development or redevelopment opportunities exist (Section 309).

The Peconics Estuary Program developed a comprehensive Conservation and Management Plan.

The DOS completed the designation of Scenic Areas of Statewide Significance for the Hudson River.

The Long Island South Shore Estuary Reserve Act acknowledged that the south shore estuary constitutes a maritime region of statewide importance and specified that a comprehensive management plan would be developed for the estuary and the lands draining into it. The legislation created a council to coordinate development of the plan.

The State legislature passed amendments to the Waterfront Revitalization and Coastal Resources Act which authorizes local governments to manage

harbors and nearshore areas by developing and implementing Harbor Management Plans. Using guidelines developed by the DOS, the Town of Brookhaven and the village of Port Jefferson are collaborating on a Joint Harbor Management Plan for the Port Jefferson Harbor complex.

DOS is developing a management plan that would lead to the designation of 5000 acres of lands and waters along the St. Lawrence River as part of the National Estuarine Research Reserve System. DOS designated Significant Coastal Fish and Wildlife Habitats in New York City, Jefferson County, and St. Lawrence County.

The New York City Local Waterfront Revitalization Program has been amended to become the regional coastal management plan (Section 309).



## Obstacles/Needs

There is a lack of adequate resources to speed development and implementation of the plans.

## *Summary of Strategy*

SAMPs will be developed over the next three years for several Special Management Areas. The DOS has prepared the *Long Island South Shore Estuary Reserve Interim Report* describing progress on the Comprehensive Management Plan (CMP) for the South Shore. Phase II of the management plan, which will include the final CMP, will be completed and implemented. This will lead to a regional Coastal Management Plan for Long Island's South Shore.

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## Rhode Island

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: Medium

### *Issue Characterization*

*Special area management planning in Rhode Island has been based on the recognition by a variety of interests of the need for a comprehensive approach to long-term planning built on sound research and the development of a consensus among stakeholders. Since 1983, four SAMPs have been developed: the salt ponds of Rhode Island's south shore; the Narrow River estuary; the Pawcatuck River and Little Narragansett Bay; and Providence Harbor. Greenwich Bay, Mount Hope Bay, Block Island, and the salt ponds of Little Compton have been identified as potential SAMP sites.*

### State Activities 1992 to 1996

The Coastal Resources Management Council (CRMC) is currently revising the SAMPs for the Salt Pond Region and the Narrow River Estuary. These are both Section 309-funded projects.

New regulatory supplements for the Providence Harbor and Pawcatuck plans have been developed to improve implementation.

Several additional Section 309 projects related to special management area planning have also been undertaken by the CRMC: a new special area management planning section which defines the standards, scope and regulatory implications of the CRMC's special area management plans has been adopted; revised barrier beach protection policies, based on new research on erosion rates, have been adopted; and the Providence Harbor management planning program is currently being revised.

### Obstacles/Needs

None

### Summary of Strategy

None

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# Virginia

1997 Assessment: High

## Issue Characterization

*Several areas of Virginia's coast are subject to use conflicts that can be addressed through special area management planning. Northampton County has conflicts between habitat and farmland protection and development sprawl, and between aquaculture and polluted runoff. The southern watersheds of the cities of Virginia Beach and Chesapeake have conflicts between water supply and navigation and recreation habitats, and between farmland protection and residential development.*

## State Activities 1992 to 1996

Most of the policies developed for the Northampton SAMP have been adopted. The zoning and subdivision ordinances containing restrictions on removing indigenous trees and shrubs and encouraging cluster development is currently before the Board of Supervisors for its consideration. The County has also used Section 309 funds to develop the Port of Cape Charles Sustainable Technologies Industrial Park as an example of the larger, county-wide sustainable development effort.

A Memorandum of Understanding between the towns of Virginia Beach and Chesapeake on water quality has been signed. Section 309 funds have been allocated to the Southern Watersheds of Virginia Beach and Chesapeake SAMP as of October, 1996. Before this date, the SAMP was funded with Section 306 funds from the Virginia Coastal Program.

## Obstacles/Needs

Although there are other areas which are deserving of a Special Area Management Plan, some of them, such as the Dragon Run area in Middle Peninsula, are being addressed through Section 306 and other funding.

## Summary of Strategy

Both SAMPs are addressed in the Northampton and Southern Watershed Strategies for FY97-99, components of which also address other high priority areas such as public access and cumulative and secondary impacts.

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***southern/  
caribbean***

## Alabama

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: High

### *Issue Characterization*

*Alabama has identified use conflicts and public access opportunities in the vicinity of the Mobile Bay Causeway. The Dog River Watershed has been degraded because of poor land use planning and lack of enforcement of land disturbance ordinances. Land use activities in "special areas" such as watersheds cause nonpoint pollution. Special Area Management Planning in the form of watershed planning, allowable by state statute, can build the necessary linkages with the upland users in coastal area watersheds and could provide management through their regulatory controls.*

### State Activities 1992 to 1996

The State has developed implementing legislation that empowers citizens to protect the environment through watershed planning. This type of planning and management can address water quality problems associated with improper land use and maintenance.

### Summary of Strategy

The Alabama Coastal Program proposes to be the coordinating member of the SAMP process if it is determined to be the most feasible direction for watershed management in the Dog River watershed. Similarly the program will work closely with watershed authorities as they come online.

### Obstacles/Needs

The State has indicated that there exists insufficient political will and the lack of the authority to enable the State to meet the programmatic objectives of this section 309 enhancement area. This, associated with a fear of "takings" issue for increased or perceived regulatory requirements, constitutes an obstacle to progress.

The State needs to increase an awareness of problems and issues within an active constituency that will encourage officials to balance development interests while at the same time sustaining coastal resources.

A general work plan for consideration of watershed management through a SAMP process would consist of inventorying environmental constraints, developing a task force of interested agencies, producing a watershed plan, and entering into Memoranda of Agreement or Memoranda of Understanding as appropriate.

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## Florida

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: High

### *Issue Characterization*

*The entire coastline of Florida is subject to use conflicts that can be addressed through special area management planning. With no part of Florida more than sixty miles from the coast, there is no aspect of Florida's environment and no part of the coastline that is not subject to use conflicts. Special area management planning includes the following: beach and inlet management, aquatic and buffer preserves, Surface Water Improvement and Management (SWIM) projects, Areas of Critical State Concern (ACSC), and local government comprehensive planning programs. The physical and economic decline of traditional waterfronts is a problem which has recently been identified by the Florida Coastal Management Program as one which can benefit from special area management planning.*

### State Activities 1992-1996

#### **Beach and Inlet Management**

Florida's beach and inlet management programs have had no major changes since the last assessment, but there has been progress made in the existing programs. Fifteen inlet management plans have been adopted. Sixteen other priority one inlet studies have been completed and are being reviewed. Five priority two inlet studies are underway.

#### **Aquatic and Buffer Preserves**

There have been several changes affecting aquatic preserves. All permitting for aquatic preserves was moved to personnel responsible for environmental resource permitting (see Coastal Wetlands). The newly organized Bureau of Coastal and Aquatic Managed Areas is responsible for the management of aquatic preserves, buffer preserves, national estuarine research reserves (NERRs), and the Florida Keys National Marine Sanctuary. Buffer preserves are a new designation of managed areas since the last assessment. They are essentially publicly-owned uplands serving as conservation areas adjacent to aquatic preserves. There are nine buffer preserves: Sebastian Creek, North Fork of the St. Lucie River, Pumpkin Hill, Coupon Bight, Estero Bay, Charlotte Harbor, Cockroach Bay, St. Joe Bay and Crystal River. The creation and designation of buffer preserves was not a Section 309 change.

Florida has nominated a third area for designation as

a national estuarine research reserve. The Guano/ Tolomato/Matanzas NERR on the east coast of Florida will be designated by NOAA in 1999. The nomination was not a Section 309 change.

#### **Surface Water Improvement and Management**

The SWIM program is now overseen by the Department of Environmental Protection which was created by the merger of the Department of Environmental Regulation and the Department of Natural Resources. Recent activities include management plans that are being adopted for Sarasota Bay, Choctawhatchee River and Bay, and the St. Marks and Wakulla Rivers, and work on a variety of restoration projects. The changes to the SWIM program since the last assessment were not Section 309 changes.

#### **Areas of Critical State Concern**

The Florida Legislature made a substantial change to the Apalachicola Bay ACSC. The Department of Community Affairs (DCA) concluded that the local comprehensive plans of Franklin County and the City of Apalachicola were sufficient to protect the resources of Apalachicola Bay, and both local governments demonstrated that they were adequately implementing the requirements of their plans. As a result, the DCA recommended de-designation of the ACSC. The City of Apalachicola requested that the

ACSC designation not be removed from its jurisdiction, primarily because the designation gives the City an advantage in applying for certain federal grants. The Legislature agreed with the DCA and deferred to the wishes of the City of Apalachicola and de-designated only Franklin County. The effect of this change is that the DCA no longer reviews all development permits issued by Franklin County. The change was not a Section 309 change.

The Legislature created the Green Swamp Land Authority to purchase development rights from owners of agricultural lands within the Green Swamp ACSC. Its effect has been to allow agricultural interests to continue operations in the Green Swamp ACSC and to prevent conversion of agricultural lands to more intensive development that would adversely affect the significant water resources of the area. The Conservation and Recreation Lands program is also pursuing other larger acquisitions in fee-simple interest in the Green Swamp.

### **Local Government Comprehensive Plans**

Chapter 163, Florida Statutes, the Local Government Comprehensive Planning and Land Development Regulation Act has now been included as part of the state's approved coastal management program. The effects of this change will be discussed under Energy and Government Facility Siting.

The Governor's Commission for a Sustainable South Florida issued its "Initial Report" which contained a recommendation that the Florida DCA establish a "Sustainable Communities" program to allow greater flexibility in the planning and amendment process for local governments with comprehensive plans supporting sustainable development. The Florida Legislature authorized the Sustainable Communities Demonstration Project which allows DCA to designate up to five local governments for participation in the pilot program, three of which must be located all or partly within the South Florida Water Management District. Participation in the program allows for those communities designated as "sustainable" to enjoy reduced state oversight of local comprehensive plan amendments and developments of regional impact. The pilot program initiated by DCA has been designed to last for five years.

Executive Order #96-108 was issued in support of the 1995 finding that the Monroe County Comprehensive Plan was not in compliance. The Order cited findings of the Governor and Cabinet that near shore waters, seagrasses, and the endangered Key deer had reached carrying capacity, that hurricane evacuation capability was at the upper limit of acceptable standards, and that cesspits were contributing to deteriorating water quality in the Florida Keys and Florida Bay. The Governor directed state agencies to conduct a carrying capacity study for the Keys, currently underway, to assess the region's capability of accepting additional development without degrading social and environmental quality. The order also instructed agencies to develop procedures for a septic system inspection program to provide for permitting of properly operating systems and removal or upgrade of substandard systems. Monroe County is also expected to adopt an ordinance mandating an inspection program for the identification and elimination of cesspits in favor of more advanced wastewater treatment systems. An extensive revision of the Monroe County Comprehensive Plan was approved by the Administrative Commission and was effective July 17, 1997.

### **Working Waterfront Revitalization**

The Florida Coastal Management Program, to support one of the four main goals in its 1996-1998 Coastal Action Plan (Working Waterfront Revitalization), commissioned a study in 1995, designed to look at various ways communities attempting waterfront redevelopment could use technical and monetary assistance. The results of this study were used in developing a two-year program, called the Waterfronts Florida Partnership, geared specifically toward providing assistance to small waterfront communities for the purpose of developing a concrete plan with which to achieve waterfront redevelopment goals. It is expected that completion of this two-year program will place these communities in an excellent position to receive Section 306 funding for various projects outlined in their waterfront revitalization plans. Now in its second year, the Waterfronts Florida Partnership has worked closely with the first three Waterfront Florida communities of St. Andrews, Mayport, and San Carlos Island.

## Obstacles/Needs

The greatest hindrance to implementing SAMPs is a lack of funding. This is particularly evident for the SWIM program and for beach and inlet management programs, but is also apparent for aquatic preserves and buffer preserves where limited funds have impeded certain management efforts. There is a need for more environmental education to assist the SWIM program and aquatic and buffer preserve management personnel in explaining to the public the importance of their programs and the environment the programs were designed to protect.

## Obstacles/Needs

The greatest hindrance to implementing SAMPs is a lack of funding. This is particularly evident for the SWIM program and for beach and inlet management programs, but is also apparent for aquatic preserves and buffer preserves where limited funds have impeded certain management efforts. There is a need for more environmental education to assist the SWIM program and aquatic and buffer preserve management personnel in explaining to the public the importance of their programs and the environment the programs were designed to protect.

### Summary of Strategy

Florida intends to fully support waterfront revitalization by continuing to give this issue priority status in its Coastal Action Plan.

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### 309 Special Area Management Planning Enhancement Grant

1992 Assessment: Low

1997 Assessment: Low

## Issue Characterization

*There are no areas of conflict that can be addressed through Special Area Management Plans.*

## State Activities 1992 to 1996

None

## Summary of Strategy

None

## Obstacles/Needs

*None*

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# Mississippi

## 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: High

### *Issue Characterization*

*Unprecedented growth in the three coastal counties of Mississippi has caused resource management and use conflicts that are unresolved. Inconsistent, poorly coordinated infrastructure planning cannot accommodate growth in Hancock, Harrison, and Jackson Counties. Requests for casino and marina permits in the tidal marsh areas of Bay St. Louis conflict with resource management. Mississippi has identified the Biloxi Back Bay, the "inland" areas of Hancock, Harrison and Jackson counties, and Bay St. Louis as areas of the coast subject to use conflicts that can potentially be addressed through special area management planning.*

### **State Activities 1992 to 1996**

Mississippi has reopened the Port of Pascagoula Special Management Area. Efforts to resolve increasing permits for Section 404 wetlands fill along Highway 57 in Jackson County have resulted in planning for mitigation banks to facilitate economic growth.

The proposed Section 306 "Coastal Counties" SAMP process started in FY95 has evolved into the Comprehensive Resource Management Plan currently underway, funded with FY96/97 funds and state funds. Mississippi has embarked on a comprehensive resource management planning process for the three coastal counties to address impacts of population growth and development. The planning process, coordinated by the Department of Marine Resources, includes state, local, and federal agencies, and private stakeholders (Section 306 and 309).

### *Summary of Strategy*

Specific activities outlined in the Strategy and subsequent cooperative agreements include data collection and analysis (initially soils data to complement wastewater initiative), coordination of stakeholder and planning meetings, a rural wastewater initiative, planning and design of Hancock County sewerage collection system, and plan development.

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### **Obstacles/Needs**

The primary need is to manage the cumulative and secondary impacts of development through the comprehensive planning process. However, the Mississippi Coastal Program has little authority over upland development, so the planning process must bring in other state and local agencies charged with land use planning, zoning, septic systems, and managing upland development.

## North Carolina

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Medium

1997 Assessment: Low

#### *Issue Characterization*

*North Carolina's approach of designating Areas of Environmental Concern (AEC) can be considered a type of SAMP, and in this sense is used widely in its Coastal Management Program. Ocean hazard areas, wetlands, estuarine shorelines and waters, public trust areas, closed shellfish areas, and ports are identified as areas of the coast subject to use conflicts that can be addressed through special area management planning.*

#### **State Activities 1992 to 1996**

Although there have been no significant changes, the Coastal Resources Council is considering making substantial changes to its Ocean Hazards and Estuarine Shoreline Areas of Environmental Concern over the next few years.

#### ***Summary of Strategy***

Special Area Management Planning will be used as a potential technique for implementing program changes proposed in the strategy for Cumulative and Secondary Impacts.

#### **Obstacles/Needs**

If specific geographic areas are identified in which cumulative impacts pose potentially significant problems, the development of SAMPs for those areas may be an effective means of addressing the situation. In this approach is used, it will be necessary to develop policies regarding the enforceability of the SAMPs and their relation to local land use plans covering the same area.

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### 309 Special Area Management Planning Enhancement Grant

1997 Assessment: Low

## Issue Characterization

*The adoption of the Puerto Rico Coastal Management Program (PRCMP) in 1978 served to designate eight areas as Special Planning Areas (SPAs) and to initiate a special planning process. The eight areas identified by the PRCMP are: Boca de Cangrejos SPA; Pandura-guardarraya SPA; Jobos Bay SPA; Southwest SPA; Isabele SPA; Laguna Tortuguero SPA; Vieques SPA; and (Generic) Mangroves SPA.*

## State Activities 1992 to 1996

The approach to SPA planning was modified by establishing an interagency task force with a separate committee for each SPA. Each committee will develop a consensus on the kinds of uses that will be acceptable in an SPA and interagency agreements will be negotiated that will become guidance for the Planning Board in its consideration of development and other projects within the SPAs.

The plan for the Boca de Cangrejos SPA was approved during 1994.

The plan for the La Parguera Sector of the Southwest SPA was approved in 1995.

The management plan for mangroves and the plan for the Cabo Rojo Sector of the Southwest SPA are under consideration by the Planning Board.

The plans for the Guanica Sector of the Southwest SPA, the Jobos SPA, the Pandura-Guardarraya SPA and the Vieques SPA were completed and submitted to the Planning Board.

## Obstacles/Needs

*None*

## Summary of Strategy

None

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### 309 Special Area Management Plans Enhancement Grant

1997 Assessment: High

## U.S. Virgin Islands

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Priority

1997 Assessment: High

### *Issue Characterization*

*Special Area Management Plans will be integrated into Areas of Particular Concern management plans. The Virgin Islands identifies the following areas as coastal areas subject to use conflicts that can be addressed through special area management planning:*

*Red Hook/Vessup Bay on St. Thomas. The areas around Red Hook Bay are concentrated with housing developments while water quality in Vessup Bay has been degraded by ferry boats, yachts, and diesel and gasoline filling stations.*

*Salt River Bay on St. Croix. The watershed area of Salt River has undergone a great deal of development over the past five years and water quality has been degraded by runoff.*

*Enighed Pond/Cruz Bay, St. John. Development on land and constant boat traffic in and out of the bay have contributed to degradation of coastal resources.*

### State Activities 1992 to 1996

The Salt River Bay Commission adopted a Land Protection Plan. Under Section 309, a management plan is being written, in close consultation with the Commission and the National Park Service, and will be adopted to guide activities in the area.

A Memorandum of Understanding between the University of the Virgin Islands and the Department of Planning and Natural Resources (DPNR) was used to develop a Section 309 required Area of Particular Concern management plan to guide future activities in the Red Hook/Vessup Bay and Enighed/Cruz Bay areas.

### Obstacles/Needs

Collaboration and agreement between DPNR and the various departments in the Virgin Islands government is necessary for effective management of Areas of Particular Concern.

### *Summary of Strategy*

*None*

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***pacific***

## Alaska

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: High in Northern Southeast region

### *Issue Characterization*

*Districts in Alaska are charged with identifying Areas Which Merit Special Attention (AMSAs). These areas are analogous to federal areas of special concern which the Coastal Zone Management Act requires coastal states to identify. Twenty-three SAMPs (AMSAs) are operational in Alaska. The City and Borough of Sitka revised its public use management plan to identify sites where they prohibit aquaculture farms.*

### State Activities 1992 to 1996

Questionnaires from a FY94 Section 309 project on *Special Area Management Planning in Alaska* were used to determine State districts opinions on the benefits of SAMPs and any concerns raised about district planning.

Enforceable policy guidance and improvements to the district program amendment process were completed.

Revisions to the district program regulations are in progress and should be completed in the spring of 1999 (Section 309).

### *Summary of Strategy*

The 1996-97 Alaska Coastal Management Program (ACMP) Assessment addressed many of the general ACMP planning procedures and necessary changes in district coastal plan requirements.

The Division of Governmental Coordination is developing six District Planning and Implementation Guidebooks. Guidebook four will specifically address special area management planning, and should be completed by July 1999.

The ACMP regulations 6AAC85 governing coastal district planning are being revised and should become fully approved and in effect in 1999.

### Obstacles/Needs

There is a need for more involvement on the part of federal and state agencies during plan development.

The plan amendment process is lengthy and complex.

There are implementation problems at all levels of government.

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## American Samoa

### 309 Special Area Management Planning Enhancement Grant

1992 Assessment: Low

1997 Assessment: Low

### *Issue Characterization*

*Special Management Areas (SMA) include Pago Pago Harbor, Nu'uuli Pala and Leone Pala. Major use conflicts include development, lack of adequate coordination between federal and territorial authorities, and the rights of landowners. The American Samoa Coastal Management Act established the SMA nomination and designation process. The Director of Planning is empowered to delineate boundaries and promulgate rules and regulations for restoration and management of ecological, commercial, recreational, and aesthetic values.*

### State Activities 1992 to 1996

Buffer zones have been developed and any proposed development within 200 feet of the maximum high water mark is subjected to a rigorous review by the Project Notification and Review System, the primary land use permit authority in the Territory.

The overall increased coordination among appropriate American Samoa government agencies has aided the application of existing regulations and statutes.

### Obstacles/Needs

Private land ownership, lack of master planning, funding, and the need to assist village councils and mayors with managing setbacks and special areas.

Development permits can be issued after the fact which can sometimes result in adverse impacts on coastal resources.

Lack of coordination between various agencies means that regulations and agreements are not adhered to or not enforced.

### Summary of Strategy

None

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### 309 Special Area Management Plans Enhancement Grant

1997 Assessment: Low

*The use of special area management planning techniques has been extensively applied in the California coastal zone, including the preparation of local coastal programs (LCP). Working collaboratively with local governments and in consultation with other federal, regional and state entities, the Coastal Commission has developed or participated in a variety of resource protection policies and measures that constitute special area management planning which have been incorporated into various LCPs. Primary examples include the development of specific plans for identified resource areas, lagoon enhancement plans, specification of priority and resource dependant uses within sensitive resource areas, restoration/mitigation plans for disturbed wetlands, habitat conservation plans, sensitive resource overlays, flood control/stream management programs and Natural Communities Conservation Plans. In addition, the Commission continues to review and maintain special area plans for the four industrial ports, public works planning for special districts, including important State Park units, and plans for the siting of energy facilities. The state's support and active solicitation of designations for national marine sanctuaries and inclusion of critical estuaries in the National Estuary Program is reflective of special area management planning.*

Although there have been no significant changes in the state's SAMP program since the 1992 Assessment, the Coastal Commission has certified two new Land Use Plans and six new implementation plans, with four new LCP areas becoming fully certified and issuing permits. Additionally, the Commission has formally acted upon some special area plans through its regulatory process and has informally participated in a number of other planning programs cooperatively with other agencies.

## None

Special area management planning techniques will continue to be considered as a management tool in other enhancement areas, such as wetlands, cumulative impacts and public access rather than as a separate work item.

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### 309 Special Area Management Plans Enhancement Grant

1997 Assessment: Medium

*Areas of the CNMI coast that are subject to use conflicts that can be addressed through special area management planning include: The Puerto Rico/Commercial Seaport Area; the Garapan tourist district; Managaha Island; and Saipan Lagoon. Conflicts include the disposal of solid waste, shoreline access, development for tourism, and motorized recreation.*



## Hawaii

### 309 Special Area Management Planning Enhancement Grant

1992 Assessment: Medium

1997 Assessment: Medium

### *Issue Characterization*

*Watersheds and heritage corridors in Hawaii are subject to use conflicts that can be addressed through special area management planning. Major uses in watersheds that may affect its resources include agriculture, urbanization, historical preservation, Native Hawaiian customary and traditional cultural and religious practices and subsistence rights. Major uses in heritage corridors are historical and cultural resources, recreation interests, and tourism.*

### State Activities 1992 to 1996

Under a consent agreement relating to alleged violations of the Clean Water Act, the City and County of Hawaii and the Department of Health (DOH) began a multi-year watershed planning effort in the Ala Wai Canal Watershed to improve water quality in the streams and canal. Local communities are participating in upstream cleanup activities.

The U.S. Department of Agriculture funded the Kaiaka-Waialua Hydrologic Unit Area Project as one of 74 nationwide water quality projects. Kaiaka and Waialua Bays were designated by DOH as Water Quality Limited Segments because monitoring showed that water quality standards for turbidity and phosphorous were exceeded. The goal of the project was to improve water quality by reducing the amount of sediment entering the bays through the voluntary application of Best Management Practices (BMPs). By the end of the project in 1996, all interested agricultural producers in the project area had received conservation planning and/or financial cost-share assistance.

The Mamala Bay Study Commission completed a study of the impacts of the City and County of Honolulu's sewage outfall discharges into the Mamala Bay. The study, through 27 separate projects, found that one-third of the pollution entering the bay is from point sources and two-thirds is from nonpoint sources. The Commission recommended twelve measures to improve water quality, including the creation of an

Integrated Coastal Management Forum of scientists, managers, and stakeholder groups.

The Pelekane Bay Watershed Management Project was initiated to reduce soil erosion and transport of sediment into Pelekane Bay by implementing BMPs. The Mauna Kea Soil and Water Conservation District and a coalition of local, state, and federal agencies, and private landowners have joined efforts to develop a long-range plan for watershed management and marine recovery.

The Commission on Water Resource Management was directed by the State legislature to finalize and implement a stream protection program. The Stream Protection and Management Task Force was convened and prepared recommendations that were incorporated into rules that are currently under consideration for final adoption. The rules created a heritage stream category to protect those free flowing streams with high quality biological resources from any major diversions and channelization.

The Office of Planning commissioned a report to explore the possibility of establishing riparian buffers along streamsides to protect against polluted runoff. The report (*Riparian Nonpoint Pollution Control in Hawaii*) recommends management measures to protect streams and proposes phased implementation, beginning with public and private lands through existing mechanisms, and a protection program for

areas adjacent to streams flowing into Water Quality Limited Segments. The report also recommends adopting a model Bad Actor law in agricultural areas. The recommendations have not yet been adopted (Section 309).

The Natural Areas Working group was organized because of conflicts between state agencies and various community interests about conservation strategies on state-owned lands. Pilot Regional Forest Management Advisory Councils have been used to facilitate planning efforts and provide guidance for watershed planning endeavors.

The West Maui Watershed Management Project was initiated in response to community concerns over the 1989 and 1990 algal blooms that occurred off west Maui. The goal of the project is to determine the cause of and a solution to the algal blooms. A watershed coordinator has been working with the community and an advisory committee to develop regulatory and voluntary methods to protect coastal waters.

## Obstacles/Needs

Most watershed management planning efforts are *ad hoc*, generally reacting to a specific request or a specific problem.

There is a shortage of baseline data, sustainable capacity data, and resource value data for many resources and geographic areas of the State.

## Summary of Strategy

*Watershed planning is addressed in the Cumulative and Secondary Impacts strategy.*

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# San Francisco Bay Conservation and Development Commission

## 309 Special Area Management Plans Enhancement Grant

1992 Assessment: High

1997 Assessment: High

### Issue Characterization

*The San Francisco Bay Conservation and Development Commission (BCDC) has been a pioneer in developing special area management plans with local governments and other agencies. Major conflicts in the North Bay area include development impacts to diked historic baylands and wetland habitats. Development impacts on public access and potential Bay fill are major conflicts in the San Francisco and Oakland areas.*

### State Activities 1992 to 1996

The San Francisco Bay Area Seaport Plan was updated to reassess the region's need for closing military bases to serve as civilian seaports. The updated plan will accommodate the expected growth in maritime cargo to 2020 with less acreage reserved, and less Bay fill, as the previous plan.

Solano County and the City of Vallejo completed a White Slough Specific Area Plan pursuant to the White Slough Development Act and submitted it to the Commission for approval.

The Port of San Francisco completed its San Francisco Waterfront Plan to guide long-term use and development of property under the Port's jurisdiction. BCDC staff continue to meet with Port staff to refine public access concepts and designate specific areas along the waterfront for public access.

Changes to BCDC's special area planning in the North Bay are addressed in the Section 309 summary of wetlands. The Commission's planning efforts along the Oakland waterfront are addressed in the Section 309 summary of Public Access.

### Summary of Strategy

In partnership with eight local governments, the Commission will complete and assist in the implementation of a wetlands protection plan for the North Bay area to guide the use, protection, enhancement and restoration of diked historic bayland, tidal wetlands, and riparian zones and incorporate the wetlands protection plan into the San Francisco Bay Plan. In partnership with the Port and City and County of San Francisco, the Commission will complete joint agency planning for the San Francisco waterfront leading to amendments to the Commission's San Francisco Bay Plan, San Francisco Waterfront Special Area Plan, and San Francisco Waterfront Total Design Plan.

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### Obstacles/Needs

There is a need for continued San Francisco Waterfront planning.

The Commission should form a partnership with the Metropolitan Transportation Commission and Caltrans to adopt a joint San Francisco Bay shoreline transportation plan.



Washington

309 Special Area Management Plans Enhancement Grant

1992 Assessment: Medium  
1997 Assessment: High

Issue Characterization

Washington identified the following areas of the coast that are subject to use conflicts that can be addressed through special area management planning:  
Grays Harbor Estuary is beginning to experience spill-over growth from the south Puget Sound region. Management of wild stocks of salmon is a concern in the Grays Harbor drainages. Water quality, especially in regards to shellfish harvesting, is a continuing concern.  
The Southwest Coast beaches have areas where beach erosion has developed in recent years. Valuable development and infrastructure are being threatened.  
Habitat management is an issue in the Lower Chehalis River surge plain.  
Invasion by various exotic *Spartina* species is a problem in Willapa Bay, Grays Harbor, and portions of Puget Sound.

State Activities 1992 to 1996

The Olympic Coast National Marine Sanctuary was established in 1994, its management plan was approved and a Sanctuary Advisory Council was appointed.

The Northwest Straits National Marine Sanctuary has been under study since 1990. Approval of the sanctuary is highly controversial in the local area and is not assured.

The final Wetland Integration Plan for the Mill Creek drainage basin is in preparation.

The Wetland Integration Plan for the Skagit River delta is under development.

The Wetland Integration Plan for the Snohomish River delta was completed and is undergoing final review.

Shorelands staff developed the Indicator Value Assessment rapid assessment method for wetlands and tested and applied it in the Mill Creek, Padilla Bay, and Snohomish Delta wetlands management plan projects.

Using Section 309 funds, the Grays Harbor Estuary Management Plan Task Force was reconvened to review the Grays Harbor Estuary Management Plan.

Obstacles/Needs

None

Summary of Strategy

The Grays Harbor Estuary Management Plan will be updated.

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*great lakes*

1992 Assessment: Low  
1997 Assessment: Low

# Pennsylvania

## 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Low  
1997 Assessment: High

### *Issue Characterization*

*The bluffs and shoreline along Lake Eire are vulnerable to erosion and could be addressed through special area management planning. Currently, the Pennsylvania Coastal Zone Management Program addresses the bluffs through coastal hazards.*

### State Activities 1992 to 1996

No significant changes have been made.

#### Obstacles/Needs

There is the potential of unrestricted development on the bluff face.

There is devegetation of trees and shrubbery that play an important role in the protection of the bluffs.

Property owners may not be educated about proper management of the bluffs.

Wetlands have not been identified and are not being protected.

Research is needed to determine the most efficient and cost-effective means of providing public access via the bluffs.

There are cumulative and secondary impacts due to growth and development along the bluffs.

### *Summary of Strategy*

Over the last five years many new issues pertaining to the Lake Eire bluffs and shoreline have developed, creating conflicts that cannot be easily resolved. The Pennsylvania Coastal Zone Management Program feels that the designation of this area as a SAMP is the only means by which it can be effectively studied and managed.

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## Wisconsin

### 309 Special Area Management Plans Enhancement Grant

1992 Assessment: Low

1997 Assessment: Low

### *Issue Characterization*

*Special Area Management Planning in Wisconsin can address development, specific environmental concerns such as wetlands, or general environmental concerns such as an expanding metropolitan area. Examples include the Chiwaukee Prairie, a rare and isolated natural area which is a specific concern, and the City of Superior, where overall environmental protection is a concern. The Chiwaukee Prairie-Carol Beach SAMP, located in Kenosha County, is presently being implemented. A Special Area Management Plan for the City of Superior is presently going through the final stages of development.*

### State Activities 1992 to 1996

A public notice was issued for the City of Superior's SAMP. The project area of the SAMP is the 45 square miles that constitute the corporate boundaries of the city. The SAMP will provide predictability for landowners and developers by identifying both upland and wetland areas suitable for development while protecting moderate and high-value wetlands.

An interagency meeting was held in August, 1996 to discuss the implementation status of the Chiwaukee Prairie-Carol Beach SAMP. The plan was prepared by the Southeastern Wisconsin Regional Planning Commission in 1985 as a guide for open space preservation and urban development within a three square mile area along Lake Michigan in the Village of Pleasant Prairie.

### Obstacles/Needs

Wisconsin currently has no specific guidance for special area management planning. The Wisconsin Coastal Management Program should develop guidelines for the development and implementation of SAMPS.

### *Summary of Strategy*

None

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***activities***

## research/assessment

### state activities 1992 to 1996

**CT** The Department of Environmental Protection funded the field identification and Geographic Information System mapping of submerged aquatic vegetation in the estuarine reach of the Connecticut River and the nearshore waters of Long Island Sound. This mapping will be used to refine the Special Area Management Plan objectives and strategies in the lower Connecticut River and has led to the identification of potential enhancements in the categories of wetlands and cumulative and secondary impacts. Investigations of sedimentation in coastal embayments under the Long Island Sound Research Fund have led to a better identification of actual vs. perceived environmental problems in those areas. Rivers/Watershed Management Program staff is completing an assessment of the natural, cultural, recreational and developmental resources of 330 major river corridors and tributaries both within and outside of the state's coastal boundary. The program provides grants to municipalities for river restoration. The ongoing Long Island Sound Habitat Restoration/Characterization Project will correlate federal, state and municipal inventories of potential habitat restoration projects along the Connecticut coast.

**FL** The Florida Coastal Management Program, to support one of the four main goals in its 1996-1998 Coastal Action Plan (Working Waterfront Revitalization), commissioned a study in 1995, designed to look at various ways communities attempting waterfront redevelopment could use technical and monetary assistance. The results of this study were used in developing a two-year program, called the Waterfronts Florida Partnership, geared specifically toward providing assistance to small waterfront communities for the purpose of developing a concrete plan with which to achieve waterfront redevelopment goals. It is expected that completion of this two-year program will place these communities in an excellent position to receive Section 306 funding for various projects outlined in their waterfront revitalization plans. Now in its second year, the Waterfronts Florida Partnership

has worked closely with the first three Waterfront Florida communities of St. Andrews, Mayport, and San Carlos Island.

**GU** Using Section 309 funds, the Guam Coastal Management Program funded a two-year reconnaissance study to delineate wetland functions in the Ugum watershed.

**HI** The Mamala Bay Study Commission completed a study of the impacts of the City and County of Honolulu's sewage outfall discharges into the Mamala Bay. The study, through 27 separate projects, found that one-third of the pollution entering the bay is from point sources and two-thirds is from nonpoint sources. The Commission recommended twelve measures to improve water quality, including the creation of an Integrated Coastal Management Forum of scientists, managers, and stakeholder groups.

The West Maui Watershed Management Project was initiated in response to community concerns over the 1989 and 1990 algal blooms that occurred off west Maui. The goal of the project is to determine the cause of and a solution to the algal blooms. A watershed coordinator has been working with the community and an advisory committee to develop regulatory and voluntary methods to protect coastal waters.

**ME** Watershed surveys focusing on bacteria and toxics were completed for Boothbay Harbor, Weskeag Harbor, and Oyster Creek.

**MA** The Department of Environmental Management and the Massachusetts Coastal Zone Management Program provided technical assistance and support for the development of a baseline environmental resource, human infrastructure, and regulatory inventory for the Back River Area of Critical Environmental Concern. Technical assistance is also being provided for the development of a Resource Manage-

ment Plan for the Rumney Marshes Area of Critical Environmental Concern and for the Parker River Essex Bay Area of Critical Environmental Concern.

**OR** The Yaquina Head - Seal Rock littoral cell is a pilot example of comprehensive, integrated natural hazards management of a special area of the coast. Factors affecting chronic shoreline hazards will be inventoried and digitized in a Geographic Information System, and hazard avoidance policies and procedures will be formulated for the pilot area. This is a follow-on to a previous Section 309-funded study which developed the guidelines for littoral cell management planning.

**SC** The Charleston Harbor Project has produced a number of important studies, projects, mapping products, and demographic statistics. The results of these studies are being used to prepare strategies that can be used to better manage the future development of the planning area.

**WA** Shorelands staff developed the Indicator Value Assessment rapid assessment method for wetlands and tested and applied it in the Mill Creek, Padilla Bay, and Snohomish Delta wetlands management plan projects.

## ***309 strategy***

**MD** See Cumulative and Secondary Impacts

**MA** Massachusetts will expand Geographic Information System mapping for coastal Areas of Critical Environmental Concern and increase Areas of Critical Environmental Concern planning and implementation through workshops and forums and the development of harbor plans, wetland restoration plans, and open space plans.

**MS** Specific activities outlined in the Strategy and subsequent cooperative agreements include data collection and analysis (initially soils data to complement wastewater initiative), coordination of stakeholder and planning meetings, a rural wastewater initiative, planning and design of Hancock County sewerage collection system, and plan development.



## planning

### state activities 1992 to 1996

**AL** The State has developed implementing legislation that empowers citizens to protect the environment through watershed planning. This type of planning and management can address water quality problems associated with improper land use and maintenance.

**BCDC** The *San Francisco Bay Area Seaport Plan* was updated to reassess the region's need for closing military bases to serve as civilian seaports. The updated plan will accommodate the expected growth in maritime cargo to 2020 with less acreage reserved, and less Bay fill, as the previous plan. Solano County and the City of Vallejo completed a *White Slough Specific Area Plan* pursuant to the White Slough Development Act and submitted it to the Commission for approval. The Port of San Francisco completed its *San Francisco Waterfront Plan* to guide long-term use and development of property under the Port's jurisdiction. BCDC staff continue to meet with Port staff to refine public access concepts and designate specific areas along the waterfront for public access. Also see Wetlands and Public Access.

**CA** Although there have been no significant changes in the state's Special Area Management Program since the 1992 Assessment, the Coastal Commission has certified two new Land Use Plans and six new implementation plans, with four new Local Coastal Programs areas becoming fully certified and issuing permits. Additionally, the Commission has formally acted upon some special area plans through its regulatory process and has informally participated in a number of other planning programs cooperatively with other agencies.

**CNMI** The Rota Municipal Council established the Sabana Management Area. The plan prescribes appropriate agricultural management practices in order to protect the primary aquifer of Rota. This was not a Section 309 change. The Saipan Habitat

Conservation Plan is being developed. This plan will be based on an endangered species mitigation bank concept. This is not a Section 309 change. An Endangered Species Mitigation Bank for Saipan is being established. The plan will utilize three designated conservation areas and wetlands in the public domain. This is not a Section 309 change. EPA funding is being used to revise and implement the Wetlands Management Plan. Guidelines established by the plan were used to acquire numerous wetlands through land exchanges. This is not a Section 309 change. The Rota Habitat Conservation Plan was developed to support an island-wide Section 10 endangered species permit. The Plan designates conservation areas, mitigation measures, and development area. This is a Section 309 change. The Saipan Lagoon Use Management Plan was updated and is currently being reviewed by NOAA. The goal of the plan is to produce new management guidelines for lagoon and ocean recreation. This is a Section 309 change.

**CT** Office of Long Island Sound Program staff have worked toward the development of draft strategies for the management of dredged sediment and the restoration of degraded tidal wetlands in the Connecticut River, as well as additional resource protection and acquisition strategies to be evaluated and become program changes when finalized. Planning studies, design studies or implementation projects have been conducted at more than 20 sites in the coastal area under the Coves and Embayment Program. This program has not yet been incorporated as a program change but is in the process of being reorganized to maximize the quality of applications received from municipalities as well as the success of completed projects. Arrangements have been made with federal agency and private conservation organizations to conduct wetland restoration planning studies through the Coastal America study, the Army Corps of Engineers' Planning Assistance to

States programs, and through the Corps section 1135 funding program for restoration of wetlands degraded by past Corps practices.

**DE** The Special Area Management Plan for Pea Patch Island was completed in July of 1998 with 28 strategies aimed at preservation, protection and enhancement of the heronry and the surrounding natural resources that support it.

**FL** The SWIM program is now overseen by the Department of Environmental Protection which was created by the merger of the Department of Environmental Regulation and the Department of Natural Resources. Recent activities include management plans that are being adopted for Sarasota Bay, Choctawhatchee River and Bay, and the St. Marks and Wakulla Rivers, and work on a variety of restoration projects. The changes to the SWIM program since the last assessment were not Section 309 changes.

**GU** The Recreational Water Use Management Plan area was increased to include Cocos Lagoon, a triangular shaped area protected by a barrier reef which extends seaward two miles. This addition has substantially increased the area under user control. The Plan establishes guidelines for the operation of jet skis and other motorized recreational water craft. The third portion of this Special Area Management Plan effort, the adoption of user designations for Apra Harbor, is well underway. No Section 309 funds were utilized for these projects.

**HI** Under a consent agreement relating to alleged violations of the Clean Water Act, the City and County of Hawaii and the Department of Health began a multi-year watershed planning effort in the Ala Wai Canal Watershed to improve water quality in the streams and canal. Local communities are participating in upstream cleanup activities. The Pelekane Bay Watershed Management Project was initiated to reduce soil erosion and transport of sediment into Pelekane Bay by implementing best management practices. The Mauna Kea Soil and Water Conservation District

and a coalition of local, state, and federal agencies, and private landowners have joined efforts to develop a long-range plan for watershed management and marine recovery. The Natural Areas Working group was organized because of conflicts between state agencies and various community interests about conservation strategies on state-owned lands. Pilot Regional Forest Management Advisory Councils have been used to facilitate planning efforts and provide guidance for watershed planning endeavors.

**ME** A resource planning project focusing on bacteria and habitat was completed for the Damariscotta River and Casco Bay. The Damariscotta River project was a Section 309-funded project. A resource planning project focusing on bacteria and habitat is underway for the Sheepscot River and the Cobscook River. A draft resource plan focusing on salmon habitat, toxics, and bacteria was completed for the Ducktrap, Pleasant, Machias, East Machias, Narraguagus, Denny's, and St. Croix rivers. To avoid the U.S. Fish and Wildlife Service from listing the Atlantic salmon as a threatened species in seven Maine rivers, the Governor created a task force to prepare a state plan to conserve and restore salmon populations. Maine is developing a watershed management program that will focus on water pollution and loss of habitat in priority coastal watersheds.

**MD** Maryland's coastal bays watershed was nominated to the Environmental Protection Agency for consideration as a National Estuary Program. It was accepted as a National Estuary Program in 1995. Maryland is developing a Comprehensive Conservation and Management Plan to protect and preserve the coastal bays' watershed. The Ocean City and Vicinity Water Resources Feasibility Study led to a thorough review of water resource problems and evaluation of plans to address these problems. This was not a Section 309 project.

**MA** The Resource Management Plan for the Pleasant Bay Area of Critical Environmental Concern has been completed and action has been taken by the four towns at town meetings. The plan is in the process of being submitted for Massachusetts Environmental Policy Act review and Secretarial approval.

The Governor's Commission on Commonwealth Port Development developed a report highlighting the need for port and dredge planning. The report also proposed a Seaport Bond Bill and the creation of a Seaport Council to help guide seaport revitalization. A Dredged Material Management Plan is being developed. The Plan will focus on Designated Port Areas of Gloucester, Salem, New Bedford and Fall River.

**MS** Mississippi has reopened the Port of Pascagoula Special Management Area. Efforts to resolve increasing permits for Section 404 wetlands fill along Highway 57 in Jackson County have resulted in planning for mitigation banks to facilitate economic growth. The proposed Section 306 Coastal Counties Special Area Management Planning process started in FY95 has evolved into the Comprehensive Resource Management Plan currently underway, funded with FY96/97 funds and state funds. Mississippi has embarked on a comprehensive resource management planning process for the three coastal counties to address impacts of population growth and development. The planning process, coordinated by the Department of Marine Resources, includes state, local, and federal agencies, and private stakeholders.

**NY** Using Section 309 funds, the New York Department of State developed a regional program for the Long Island Sound. One consequence of the development of this plan was the identification of smaller geographic units with particular resource management qualities and issues that could be addressed by Special Area Management Plans. Three type areas were identified: areas where protection of natural resources is a primary concern; areas where maritime activity is concentrated; and areas where substantial development or redevelopment opportunities exist. The Peconics Estuary Program developed a comprehensive Conservation and Management Plan. DOS is developing a management plan that would lead to the designation of 5000 acres of lands and waters along the St. Lawrence River as part of the National Estuarine Research Reserve System. The New York City Local Waterfront Revitalization Program has been amended to become the regional coastal management plan.

**OR** The Clatsop Plains effort is the result of recent state legislation which created a regional planning program. Clatsop County and the city of Warrenton are conducting joint planning in the Clatsop Plains, a large area of older stabilized dunes and mixed rural and urban development. This is not a Section 309 funded program. A special area management plan is being proposed as part of Oregon's Section 309 Ocean Resources Planning strategy. This plan would provide more specific area-based management for a multi-site rocky shore area with a cluster of significant management needs. Areas being considered are Orford Reef/Cape Blanco, Simpson Reef/Cape Arago-Gregory Point, and Mack Reef/Crook Point.

**PR** The approach to Special Planning Areas planning was modified by establishing an interagency task force with a separate committee for each Special Planning Area. Each committee will develop a consensus on the kinds of uses that will be acceptable in a Special Planning Area and interagency agreements will be negotiated that will become guidance for the Planning Board in its consideration of development and other projects within the Special Planning Areas. This change did not involve the Section 309 program. The plan for the Boca de Cangrejos Special Planning Area was approved during 1994. The plan for the La Parguera Sector of the Southwest Special Planning Area was approved in 1995

The management plan for mangroves and the plan for the Cabo Rojo Sector of the Southwest Special Planning Area are under consideration by the Planning Board. The plans for the Guanica Sector of the Southwest Special Planning Area, the Jobos Special Planning Area, the Pandura-Guardarraya Special Planning Area and the Vieques Special Planning Area were completed and submitted to the Planning Board.

**RI** The Coastal Resources Management Council is currently revising the Special Area Management Plans for the Salt Pond Region and the Narrow River Estuary. These are both Section 309-funded projects. Several additional Section 309 projects related to special management area planning have also been undertaken by the Coastal Resources Management

Council: A new special area management planning section which defines the standards, scope and regulatory implications of the Council's special area management plans has been adopted; revised barrier beach protection policies, based on new research on erosion rates, have been adopted; and the Providence Harbor management planning program is currently being revised.

**USVI** The Salt River Bay Commission adopted a Land Protection Plan. This was not a Section 309 project. Under Section 309, a management plan is being written, in close consultation with the Commission and the National Park Service, and will be adopted to guide activities in the area. A Memorandum of Understanding between the University of the Virgin Islands and the Department of Planning and Natural Resources was used to develop a Section 309 required Area of Particular Concern management plan to guide future activities in the Red Hook/Vessup Bay and Enighed/Cruz Bay areas.

**VA** Northampton County has used Section 309 funds to develop the Port of Cape Charles Sustainable Technologies Industrial Park as an example of the larger, county-wide sustainable development effort.

**WA** The final Wetland Integration Plan for the Mill Creek drainage basin is in preparation. The Wetland Integration Plan for the Skagit River delta is under development. The Wetland Integration Plan for the Snohomish River delta was completed and is undergoing final review. Using Section 309 funds, the Grays Harbor Estuary Management Plan Task Force was reconvened to review the Grays Harbor Estuary Management Plan.

**WI** A public notice was issued for the City of Superior's Special Area Management Plan. The project area of the Special Area Management Plan is the 45 square miles that constitute the corporate boundaries of the city. The Special Area Management Plan will provide predictability for landowners and developers by identifying both upland and wetland areas suitable for development while protecting moderate and high-value wetlands. An interagency meeting was held in August, 1996 to discuss the

implementation status of the Chiwaukee Prairie-Carol Beach Special Area Management Plan. The plan was prepared by the Southeastern Wisconsin Regional Planning Commission in 1985 as a guide for open space preservation and urban development within a three square mile area along Lake Michigan in the Village of Pleasant Prairie.

## **309 strategy**

**AL** The Alabama Coastal Program proposes to be the coordinating member of the SAMP process if it is determined to be the most feasible direction for watershed management in the Dog River watershed. A general work plan for consideration of watershed management through a Special Area Management Plan process would consist of inventorying environmental constraints, developing a task force of interested agencies, producing a watershed plan, and entering into Memorandums of Agreement or Memorandums of Understanding as appropriate.

**AK** The 1996-97 Alaska Coastal Management Program Assessment addressed many of the general programs planning procedures and necessary changes in district coastal plan requirements. The Division of Governmental Coordination is developing six District Planning and Implementation Guidebooks. Guidebook four will specifically address special area management planning, and should be completed by July 1999.

**BCDC** In partnership with eight local governments, the Commission will complete and assist in the implementation of a wetlands protection plan for the North Bay area to guide the use, protection, enhancement and restoration of diked historic bayland, tidal wetlands, and riparian zones and incorporate the wetlands protection plan into the San Francisco Bay Plan. In partnership with the Port and City and County of San Francisco, the Commission will complete joint agency planning for the San Francisco waterfront leading to amendments to the Commission's San Francisco Bay Plan, San Francisco Waterfront Special Area Plan, and San Francisco Waterfront Total Design Plan.

**DE** Implement actions outlined in the Pea Patch Island Region special area management planning that is based on a place-based or ecosystem approach.

**FL** Florida intends to fully support waterfront revitalization by continuing to give this issue priority status in its Coastal Action Plan.

**HI** Watershed planning is addressed in the Cumulative and Secondary Impacts strategy.

**MA** Massachusetts will expand Geographic Information System mapping for coastal Areas of Critical Environmental Concern and increase planning and implementation for these areas through workshops and forums and the development of harbor plans, wetland restoration plans, and open space plans.

**MS** Specific activities outlined in the Strategy and subsequent cooperative agreements include data collection and analysis (initially soils data to complement wastewater initiative), coordination of stakeholder and planning meetings, a rural wastewater initiative, planning and design of Hancock County sewerage collection system, and plan development.

**NJ** The development of new Special Area Management Plans is a high priority for the Coastal Management Program. The need to apply the objectives identified for special area management planning to resources and communities within the coastal area but outside the coastal zone geographic boundary will be addressed through coordination and development of the cumulative and secondary impacts objective for this Section 309 Strategy period.

**NY** Special Area Management Plans will be developed over the next three years for several Special Management Areas. The Department of State has prepared the Long Island South Shore Estuary Reserve Interim Report describing progress on the Comprehensive Management Plan for the South Shore. Phase II of the management plan, which will include the final Comprehensive Management Plan, will be completed and implemented, which will lead to

a regional Coastal Management Plan for Long Island's South Shore.

**OR** See Ocean Resources

**PA** Over the last five years many new issues pertaining to the Lake Erie bluffs and shoreline have developed, creating conflicts that cannot be easily resolved. The Pennsylvania Coastal Zone Management Program feels that the designation of this area as a Special Area Management Plan is the only means by which it can be effectively studied and managed.

**VA** The Northampton and Chesapeake Special Area Management Plans are addressed in the Northampton and Southern Watershed Strategies for FY 97-99, components of which also address other high priority areas such as public access and cumulative and secondary impacts.

**WA** The Grays Harbor Estuary Management Plan will be updated.

## acquisition/designation

### state activities 1992 to 1996

**CNMI** Magpo Wetland at Tinian was designated a special planning area as a result of Coastal Resource Management Program efforts to establish a ground water protection regime. Development within the area is subject to special restrictions. This was not a Section 309 change. The Rota Municipal Council established the Sabana Management Area. The plan prescribes appropriate agricultural management practices in order to protect the primary aquifer of Rota. This was not a Section 309 change.

**CT** The Office of Long Island Sound Programs, in cooperation with the U.S. Fish and Wildlife Service, designated 3,652 acres of tidal wetlands and associated habitats on the lower Connecticut River as Wetlands of International Importance. This is not a Section 309 change.

**DE** In October 1995, Delaware was awarded Section 309 funding to develop a Special Area Management Plan for the Pea Patch Island Heronry which is located in the upper reach of the Delaware Estuary. The island, which is in an environmentally degraded area, is host to the largest Atlantic Coast wading bird heronry .

**FL** Buffer preserves are a new designation of managed areas since the last assessment. They are essentially publicly-owned uplands serving as conservation areas adjacent to aquatic preserves. There are nine buffer preserves: Sebastian Creek, North Fork of the St. Lucie River, Pumpkin Hill, Coupon Bight, Estero Bay, Charlotte Harbor, Cockroach Bay, St. Joe Bay and Crystal River. The creation and designation of buffer preserves was not a Section 309 change.

**MA** The Neponset River Estuary Area of Critical Environmental Concern was designated and a Resource Management Plan was approved.

**NH** The Great Bay Research Reserve was begun through efforts by the State Coastal Program and the Fish and Game Department. The Reserve is a special management area funded primarily by federal funds which are matched by fees on hunting and fishing licenses. The Reserve is managed by the Fish and Game Department. The Lamprey River was added to the Wild and Scenic Rivers Program at the federal level.

**NJ** The Barnegat Bay Management Plan, which had been sponsored by the State Coastal Management Program, was formally designated a National Estuary Program in recognition of the critical resources, use conflicts and development of a management plan for the region.

**NY** The Department of State completed the designation of Scenic Areas of Statewide Significance for the Hudson River and designated Significant Coastal Fish and Wildlife Habitats in New York City, Jefferson County, and St. Lawrence County.

**SC** The Ashley River Special Area Management Plan was approved by the South Carolina Coastal Commission and Charleston and Dorchester Counties.

**WA** The Olympic Coast National Marine Sanctuary was established in 1994, its management plan was approved and a Sanctuary Advisory Council was appointed.

### *309 strategy*

None

## regulatory

### state activities 1992 to 1996

**AL** The State has developed implementing legislation that empowers citizens to protect the environment through watershed planning. This type of planning and management can address water quality problems associated with improper land use and maintenance.

**AK** Enforceable policy guidance and improvements to the district program amendment process were completed. Revisions to the district program regulations are in progress and should be completed in the spring of 1999.

**AS** Buffer zones have been developed and any proposed development within 200 feet of the maximum high water mark is subjected to a rigorous review by the Project Notification and Review System, the primary land use permit authority in the Territory.

**CNMI** Coastal Resource Management Program regulations were used to establish the new Coastal Hazard Area of Particular Concern. As a result of this change, new development in designated areas is not permitted unless constructed above flood level elevations. This was a Section 309 change.

**FL** There have been several changes affecting aquatic preserves. All permitting for aquatic preserves was moved to personnel responsible for environmental resource permitting (see Coastal Wetlands). The newly organized Bureau of Coastal and Aquatic Managed Areas is responsible for the management of aquatic preserves, buffer preserves, national estuarine research reserves (NERRs), and the Florida Keys National Marine Sanctuary. The Florida Legislature made a substantial change to the Apalachicola Bay ACSC. The Department of Community Affairs (DCA) concluded that the local comprehensive plans of Franklin County and the City of Apalachicola were sufficient to protect the resources of Apalachicola Bay, and both local governments demonstrated that they were adequately implement-

ing the requirements of their plans. As a result, the DCA recommended de-designation of the ACSC. The City of Apalachicola requested that the ACSC designation not be removed from its jurisdiction, primarily because the designation gives the City an advantage in applying for certain federal grants. The Legislature agreed with the DCA and deferred to the wishes of the City of Apalachicola and de-designated only Franklin County. The effect of this change is that the DCA no longer reviews all development permits issued by Franklin County. The change was not a Section 309 change.

The Legislature created the Green Swamp Land Authority to purchase development rights from owners of agricultural lands within the Green Swamp ACSC. Its effect has been to allow agricultural interests to continue operations in the Green Swamp ACSC and to prevent conversion of agricultural lands to more intensive development that would adversely affect the significant water resources of the area. The Conservation and Recreation Lands program is also pursuing other larger acquisitions in fee-simple interest in the Green Swamp.

Chapter 163, Florida Statutes, the Local Government Comprehensive Planning and Land Development Regulation Act has now been included as part of the state's approved coastal management program. The effects of this change will be discussed under Energy and Government Facility Siting.

The Governor's Commission for a Sustainable South Florida issued its "Initial Report" which contained a recommendation that the Florida DCA establish a "Sustainable Communities" program to allow greater flexibility in the planning and amendment process for local governments with comprehensive plans supporting sustainable development. The Florida Legislature authorized the Sustainable Communities Demonstration Project which allows DCA to designate up to five local governments for participation in the pilot pro-

gram, three of which must be located all or partly within the South Florida Water Management District. Participation in the program allows for those communities designated as "sustainable" to enjoy reduced state oversight of local comprehensive plan amendments and developments of regional impact. The pilot program initiated by DCA has been designed to last for five years.

Executive Order #96-108 was issued in support of the 1995 finding that the Monroe County Comprehensive Plan was not in compliance. The Order cited findings of the Governor and Cabinet that near shore waters, seagrasses, and the endangered Key deer had reached carrying capacity, that hurricane evacuation capability was at the upper limit of acceptable standards, and that cesspits were contributing to deteriorating water quality in the Florida Keys and Florida Bay. The Governor directed state agencies to conduct a carrying capacity study for the Keys, currently underway, to assess the region's capability of accepting additional development without degrading social and environmental quality. The order also instructed agencies to develop procedures for a septic system inspection program to provide for permitting of properly operating systems and removal or upgrade of substandard systems. Monroe County is also expected to adopt an ordinance mandating an inspection program for the identification and elimination of cesspits in favor of more advanced wastewater treatment systems. An extensive revision of the Monroe County Comprehensive Plan was approved by the Administrative Commission and was effective July 17, 1997.

**GU** An Executive Order was issued directing all government of Guam agencies to utilize the National Wetlands Inventory map published by the U.S. Fish and Wildlife Service as the official wetland map for the review of physical development projects.

**HI** The Commission on Water Resource Management was directed by the State legislature to finalize and implement a stream protection program. The Stream Protection and Management Task Force was convened and prepared recommendations that were incorporated into rules that are currently under

consideration for final adoption. The rules created a heritage stream category to protect those free flowing streams with high quality biological resources from any major diversions and channelization.

**MD** With section 306 funds, selected issues related to water-based activities within the Coastal Bays, such as recreational boating and personal watercraft safety, were examined. This effort resulted in several changes: Creation of a boating prohibited area regulation designed to protect piping plovers on adjoining land and distribution of brochures to explain the new regulation, establishment of additional boating speed limits in congested areas to improve safety, and creation of a Personal Watercraft Livery Operators Association to develop a training course on watercraft safety, and passage of legislation to set standards for Personal Watercraft Livery Operators.

**MA** Draft dredging/disposal regulations are in development to provide a consistent framework for creative disposal solutions on a statewide basis. Designated Port Area regulations were revised to include guidelines for boundaries. Boundary reviews have been completed for Gloucester and Plymouth. The Gloucester review resulted in the first change in a Designated Port Area boundary by the Massachusetts Coastal Zone Management Program since the 12 Designated Port Areas were established in 1978.

**NJ** Amendments to Coastal Area Facilities Review Act closed the A24 unit loophole and provided a review of all proposed coastal development against the Rules on Coastal Zone Management.

**NY** The Long Island South Shore Estuary Reserve Act acknowledged that the south shore estuary constitutes a maritime region of statewide importance and specified that a comprehensive management plan would be developed for the estuary and the lands draining into it. The legislation created a council to coordinate development of the plan. The State legislature passed amendments to the Waterfront Revitalization and Coastal Resources Act which authorizes local governments to manage harbors and nearshore areas by developing and implementing



Harbor Management Plans. Using guidelines developed by the Department of State, the Town of Brookhaven and the village of Port Jefferson are collaborating on a Joint Harbor Management Plan for the Port Jefferson Harbor complex.

**OR** The Clatsop Plains effort is the result of recent state legislation which created a regional planning program. Clatsop County and the city of Warrenton are conducting joint planning in the Clatsop Plains, a large area of older stabilized dunes and mixed rural and urban development. This is not a Section 309 funded program. A special area management plan is being proposed as part of Oregon's Section 309 Ocean Resources Planning strategy. This plan would provide more specific area-based management for a multi-site rocky shore area with a cluster of significant management needs. Areas being considered are Orford Reef/Cape Blanco, Simpson Reef/Cape Arago-Gregory point, and Mack Reef/Crook Point.

**RI** New regulatory supplements for the Providence Harbor and Pawcatuck plans have been developed to improve implementation.

**USVI** The Virgin Islands Coastal Zone Management Program has revised its permit applications based on the Section 6217 Program to address nonpoint source pollution caused by earth change activities.

**VA** Most of the policies developed for the Northampton Special Area Management Plan have been adopted. The zoning and subdivision ordinances containing restrictions on removing indigenous trees and shrubs and encouraging cluster development is currently before the Board of Supervisors for its consideration.

## ***309 strategy***

**AK** The Alaska Coastal Management Program regulations 6AAC85 governing coastal district planning are being revised and should become fully approved and in effect in 1999.

**CNMI** See Cumulative and Secondary Impacts

**SC** The State will incorporate Charleston Harbor Special Area Management Plan recommendations into the South Carolina Coastal Zone Management Program policies and adapt the plan recommendations into other areas of the coast.

## non-regulatory

### state activities 1992 to 1996

**AS** The overall increased coordination among appropriate American Samoa government agencies has aided the application of existing regulations and statutes.

**CT** The Town of Old Saybrook, the Deep River Land Trust, the Audubon Society, and the Middlesex Land Trust have been enrolled as new partners in the Ramsar wetlands designation.

**GU** The Recreational Water Use Management Plan area was increased to include Cocos Lagoon, a triangular shaped area protected by a barrier reef which extends seaward two miles. This addition has substantially increased the area under user control. The Plan establishes guidelines for the operation of jet skis and other motorized recreational water craft. The third portion of this Special Area Management Plan effort, the adoption of user designations for Apra Harbor, is well underway. No Section 309 funds were utilized for these projects.

**HI** The Office of Planning commissioned a report, funded under Section 309, to explore the possibility of establishing riparian buffers along streambanks to protect against polluted runoff. The report (**Riparian Nonpoint Pollution Control in Hawaii**) recommends management measures to protect streams and proposes phased implementation, beginning with public and private lands through existing mechanisms, and a protection program for areas adjacent to streams flowing into Water Quality Limited Segments. The report also recommends adopting a model Bad Actor law in agricultural areas. The recommendations have not yet been adopted.

The U.S. Department of Agriculture funded the Kaiaka-Waialua Hydrologic Unit Area Project as one of 74 nationwide water quality projects. Kaiaka and Waialua Bays were designated by the Hawaii Department of Health as Water Quality Limited Segments

because monitoring showed that water quality standards for turbidity and phosphorous were exceeded. The goal of the project was to improve water quality by reducing the amount of sediment entering the bays through the voluntary application of Best Management Practice. By the end of the project in 1996, all

**MA** The Inland and Coastal Areas of Critical Environmental Concern Programs were merged into one Program under the administration of the Department of Environmental Management. Guidelines for the formal review and approval of Areas of Critical Environmental Concern Resource Management Plans were approved. The Massachusetts Bay Program Comprehensive Conservation Management Plan was signed in 1996 and serves as a blueprint for coordinated action aimed at restoring and protecting water quality of Massachusetts Bay.

**RI** Several additional Section 309 projects related to special management area planning have also been undertaken by the Coastal Resources Management Council: A new special area management planning section which defines the standards, scope and regulatory implications of the Council's special area management plans has been adopted; revised barrier beach protection policies, based on new research on erosion rates, have been adopted; and the Providence Harbor management planning program is currently being revised.

**SC** The South Carolina Office of Ocean and Coastal Resource Management adopted policies for Special Area Management Plan initiation and implementation which were approved by NOAA as program refinements and by the State legislature. This was not a Section 309 change.

**VA** A Memorandum of Understanding between Virginia Beach and Chesapeake on water quality has been signed. Section 309 funds have been allocated to the Southern Watersheds of Virginia Beach and Chesapeake Special Area Management Plans as of October, 1996. Before this date, the Special Area Management Plan was funded with Section 306 funds from the Virginia Coastal Program.

## ***309 strategy***

**AL** The Alabama Coastal Program proposes to be the coordinating member of the Special Area Management Plan process if it is determined to be the most feasible direction for watershed management in the Dog River watershed. Similarly the program will work closely with watershed authorities as they come online.

**MS** Specific activities outlined in the Strategy and subsequent cooperative agreements include data collection and analysis (initially soils data to complement wastewater initiative), coordination of stakeholder and planning meetings, a rural wastewater initiative, planning and design of Hancock County sewerage collection system, and plan development.

## outreach/education

### state activities 1992 to 1996

**AK** Questionnaires from a FY94 Section 309 project on *Special Area Management Planning in Alaska* were used to determine State districts opinions on the benefits of Special Area Management Plans and any concerns raised about district planning.

**CT** The importance of the tidal-fresh and brackish marshes of the Connecticut River Special Area Management Plan area was recognized through the publication by Connecticut College Arboretum of a new biological bulletin entitled *Tidal Marshes of Long Island Sound: Ecology, History and Restoration*. This is not a Section 309 change. A series of public events to celebrate the 25<sup>th</sup> anniversary of the Ramsar Convention were used to form the basis of continuing outreach/education efforts in the Special Area Management Plan area. This is not a Section 309 change.

**GU** The Guam Coastal Management Program continues to educate the community and instill awareness of the importance and benefits of wetlands through its ongoing public education program. A television program featuring wetlands was aired and wetland posters were published and distributed to the public.

**ME** The Department of Environmental Protection published a coastal watershed survey manual to guide citizens in surveying coastal watersheds for pollution sources. The Department worked with volunteers in the Mill Cove, Oyster Creek, Weskeag, and West Branch watersheds to conduct watershed surveys using the new manual.

**MD** A regional conference on the ecology and economy of the Delmarva Coastal Bays (which includes Maryland's Coastal Bays) was held in 1996. The conference and published proceedings were supported by Section 309 funds.

### 309 strategy

None

## wetlands restoration

### state activities 1992 to 1996

**CT** Numerous successful restoration efforts have been conducted through the Wetland Restoration Program, including the establishment of a salt marsh nursery providing native vegetation for other wetland restoration efforts.

#### ***309 strategy***

None

*obstacles/  
needs*

**AL** The State has indicated that there exists insufficient political will and the lack of the authority to enable the State to meet the programmatic objectives. This, associated with a fear of takings issue for increased or perceived regulatory requirements, constitutes an obstacle to progress. The State needs to increase an awareness of problems and issues within an active constituency that will encourage officials to balance development interests while at the same time sustaining coastal resources.

**AK** There is a need for more involvement on the part of federal and state agencies during plan development. The plan amendment process is lengthy and complex. There are implementation problems at all levels of government.

**AS** Private land ownership, lack of master planning, funding, and the need to assist village councils and mayors with managing setbacks and special areas are all problems. Development permits can be issued after the fact which can sometimes result in adverse impacts on coastal resources. The lack of coordination between various agencies means that regulations and agreements are not adhered to or not enforced.

**BCDC** There is a need for continued San Francisco Waterfront planning. The Commission should form a partnership with MTC and Caltrans to adopt a joint San Francisco Bay shoreline transportation plan.

**CA** None

**CNMI** While the SAMPs address direct, indirect and cumulative impacts for the special areas, a major problem is the cumulative and secondary impacts of development within and outside of SAMP areas.

**CT** None

**DE** None

**FL** The greatest hindrance to implementing SAMPs is a lack of funding. This is particularly evident for the Surface Water Improvement and Management program and for beach and inlet management pro-

grams, but is also apparent for aquatic preserves and buffer preserves where limited funds have impeded certain management efforts. There is a need for more environmental education to assist the SWIM program and aquatic and buffer preserve management personnel in explaining to the public the importance of their programs and the environment the programs were designed to protect.

**GU** The major impediment to addressing issues in a SAMP manner has been a political and public proclivity toward piece-mealing issues. Comprehensive approaches are seen as unwieldily.

**HI** Most watershed management planning efforts are *ad hoc*, generally reacting to a specific request or a specific problem. There is a shortage of baseline data, sustainable capacity data, and resource value data for many resources and geographic areas of the State.

**LA** None

**ME** There is a lack of recognition of coastal resource issues that require regional planning; a lack of commitment of municipal governments to collaborate on a regional scale to create enforceable plans; a lack of strong regional organizations that can effectively plan on a watershed/regional scale; and a lack of state staff and funding to assist regional planning.

**MD** The various Section 309 objectives stated under SAMP are being addressed by existing programs, such as the Maryland Coastal Bays Program and under the Section 309 Enhancement Area of Cumulative and Secondary Impacts. The Coastal Bays Program Citizens Advisory Committee believes that the most important goal that must be reached in order to protect the desired uses and economic vitality of the bays is the promotion of ecologically sound, sustainable development.

**MA** The permitting process for dredging projects is complicated and time consuming. There is a lack of a Dredged Material Management Plan. There is a lack of funding for developing Areas of Critical Environmental Concern Resource Management Plans. State

technical assistance is needed to help educate communities about Resource Management Plans/ special area management planning.

**MI** There are no gaps since Michigan has chosen not to utilize special management plans to address coastal management issues.

**MS** The primary need is to manage the cumulative and secondary impacts of development through the comprehensive planning process. However, the Mississippi Coastal Program has little authority over upland development, so the planning process must bring in other state and local agencies charged with land use planning, zoning, septic systems, and managing upland development.

**NH** The Section 309 Program has participated in writing Project of Special Merit proposals to do special area management planning in the Hampton-Seabrook Estuary and the State-owned areas listed above. Although these proposals included areas with significant coastal resources, serious resource conflicts, a high level of public support and interagency cooperation, and strong participation by management agencies, neither was funded by NOAA. Major gaps still exist in the areas for which SAMPs have been proposed but not funded in the past. The state-owned areas are ideal places for SAMPs since the Department of Parks and Recreation manages the land but has little experience in planning for the special needs of these areas.

**NJ** None

**NY** There is a lack of adequate resources to speed development and implementation of the plans.

**NC** If specific geographic areas are identified in which cumulative impacts pose potentially significant problems, the development of SAMPs for those areas may be an effective means of addressing the situation. In this approach is used, it will be necessary to develop policies regarding the enforceability of the SAMPs and their relation to local land use plans covering the same area.

**OR** None

**PA** There is the potential of unrestricted development on the bluff face. There is devegetation of trees and shrubbery that play an important role in the protection of the bluffs. Property owners may not be educated about proper management of the bluffs. Wetlands have not been identified and are not being protected. Research is needed to determine the most efficient and cost-effective means of providing public access via the bluffs. There are cumulative and secondary impacts due to growth and development along the bluffs.

**PR** None

**RI** None

**SC** It is difficult for disagreeing parties that are involved in controversial land use planning decisions to reach a consensus that a SAMP would be beneficial. Allocation of existing staff resources to meet the extra workload created by a SAMP is a constant issue. Local governments are often reluctant to contribute the funds or staff time for the preparation of a SAMP.

**USVI** Collaboration and agreement between the Department of Planning and Natural Resources and the various departments in the Virgin Islands government is necessary for effective management of Areas of Particular Concern.

**VA** Although there are other areas which are deserving of a Special Area Management Plan, some of them, such as the Dragon Run area in Middle Peninsula, are being addressed through Section 306 and other funding.

**WA** None

**WI** Wisconsin currently has no specific guidance for special area management planning. The Wisconsin Coastal Management Program should develop guidelines for the development and implementation of SAMPs.





# ***appendices***

**STATE  
SPECIAL AREA MANAGEMENT PLANNING  
CHANGES AND STRATEGIES**

STATE	RESEARCH ASSESSMENT		PLANNING		ACQUISITION AND DESIGNATION		REGULATORY		NON - REGULATORY		OUTREACH AND EDUCATION		WETLANDS RESTORATION	
	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy
Alabama			•	%			•			%				
Alaska				%%			%•	%			%			
A. Samoa							•		•					
BCDC			***< "	%%										
California			•											
CNMI			%%****		**		%	(						
Connecticut	****		%••		•				•		**		•	
Delaware			%	%	%									
Florida	%		•	%	**		%%%***							
Guam	%		•				•		•		•			
Hawaii	**		***	(			•		%•					
Louisiana	No	Changes												
Maine	•		%****								•			
Maryland		(	•%				•				%			

STATE	RESEARCH ASSESSMENT		PLANNING		ACQUISITION AND DESIGNATION		REGULATORY		NON - REGULATORY		OUTREACH AND EDUCATION		WETLANDS RESTORATION	
	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy	• s since '92	Current 309 Strategy
Massachusetts	•	%	••••	%	•		•••		••					
Michigan	No	Changes												
Mississippi		%	%••	%						%				
New Hampshire					••									
New Jersey				%(	•		•							
New York			%•%•	%	••		%•							
North Carolina	No	Changes												
Oregon	•		•	9			•							
Pennsylvania				%										
Puerto Rico			•••••											
Rhode Island			%%%				•		%					
South Carolina	•				•		%		•					
USVI			%•%				•							
Virginia			%	%%			%		%•					
Washington	••		%•••	%	•									
Wisconsin			••											

% 309 • non-309 ( See CSI 9 See Ocean Resources < See Wetlands " See Public Access

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